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Message Text

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ACTION IO-13

INFO OCT-01 AF-08 ISO-00 CIAE-00 COME-00 EB-07 INR-07
LAB-04 NSAE-00 SIL-01 DODE-00 PM-04 H-01 L-03 NSC-05
PA-01 PRS-01 SP-02 SS-15 USIA-06 IOE-00 /079 W
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P R 211300Z JAN 77
FM AMEMBASSY KINSHASA
TO SECSTATE WASHDC PRIORITY 1373
INFO AMEMBASSY MONROVIA PRIORITY
AMEMBASSY ABIDJAN
AMEMBASSY ACCRA
AMEMBASSY DAKAR
AMEMBASSY DAR ES SALAAM
AMEMBASSY FREETOWN
AMEMBASSY KHARTOUM
AMEMBASSY LAGOS
AMEMBASSY NAIROBI
USMISSION GENEVA
USMISSION USUN NEW YORK
AMEMBASSY LUSAKA

C O N F I D E N T I A L KINSHASA 0553

MONROVIA FOR HOROWITZ

E.O. 11652: GDS
TAGS: ELAB, ILO, CG
SUBJ: HOROWITZ VISIT TO KINSHASA ON ILO ISSUES

REF: STATE 294250 (76)

1. BEGIN SUMMARY:
US REP TO ILO DANIEL HOROWITZ MET SUCCESSIVELY IN KINSHASA JAN
16-17 WITH EMPLOYER'S REP TO ILO CONFERENCE MUNGA, PRESIDENTIAL
ADVISER AND CHIEF OF PLANNING SERVICE NDA-NGYE, FON AFFAIRS
DIVISION CHIEF FOR INTERNATIONAL ORGANIZATIONS ZITU, ACTING DIRGEN
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OF LABOR DEPT KISIMBI, AND UNTZA SECRETARY GENERAL KIKONGI.
DURING EACH MEETING HOROWITZ EXPLAINED THE TRENDS WHICH LED TO THE
US LETTER OF INTENT TO WITHDRAW FROM THE ILO, STRESSED THE IMP-
ORTANCE OF CONCERTED ACTION BY MODERATE NATIONS IN ORDER TO REVERSE
THESE TRENDS, AND GAVE AS EXAMPLES OF SUCH ACTION SUPPORT FOR
REVISION OF ART 17 OF THE STANDING ORDERS OF CONFERENCE TO DIS-
TINGUISH RECEIVABLE FROM NON-RECEIVABLE RESOLUTIONS, AND FOR THE

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ILO DIRGEN'S PROPOSAL ON THE 1974 ISRAELI RESOLUTION. HOROWITZ ALSO TWICE INTERJECTED US OPPOSITION AT THE PRESENT TIME TO ANY FORMAL MODIFICATION IN THE COMPOSITION OR SIZE OF THE GOVERNING BODY. ALL ZAIRIAN OFFICIALS RESPONDED POSITIVELY TO HOROWITZ'S PRESENTATION, BUT CAUTIONED THAT ULTIMATE GOZ POSITION WILL BE DETERMINED BY MOBUTU. END SUMMARY.

2. THE MEETING WITH MUNGA, ADMIN HEAD OF THE ASSOCIATION NATIONALE DES ENTREPRISES ZAIROISE (ANEZA) AND EMPLOYER'S REP TO THE ILO CONFERENCE, TOOK PLACE AT HIS HOME SUNDAY EVENING, JAN 16. HAVING RISEN THROUGH THE RANKS OF THE LABOR DEPT TO THE POSITION OF SECGEN BEFORE MOVING TO ANEZA, MUNGA IS WELL INFORMED ON ILO MATTERS. HE IS ALSO EMPHATICALLY OPPOSED TO US WITHDRAWAL, WHICH HE FEARS WOULD NOT ONLY CRIPPLE THE ILO BUT ALSO ENCOURAGE THOSE WHO WOULD LIKE TO SEE THE US PULL OUT OF THE UN. MUNGA AGREED WITH HOROWITZ'S ASSESSMENT OF CURRENT ILO PROBLEMS AND REACTED POS-ITIVELY TO THE PROPOSED REVISION OF ART 17. HE CITED THE UNESCO CONFERENCE IN NAIROBI LAST YEAR IN SUPPORT OF HIS CONTENTION THAT MODERATES CAN REASSERT THEMSELVES WITHIN THE ILO. ALTHOUGH IN FAVOR OF INCREASED LDC REPRESENTATION ON THE GOVERNING BODY, MUNGA AGREED THAT SUCH STRUCTURAL CHANGE CAN BE DEFERRED FOR THE PRESENT. ACCORDING TO MUNGA, THE FACT THAT ANEZA RECEIVES NO GOZ SUBSIDY FREES HIM TO ACT INDEPENDENTLY AS EMPLOYER'S REP TO THE ILO CONFERENCE. HE PLEDGED HIS SUPPORT FOR INITIATIVES WHICH WOULD HELP PREVENT US WITHDRAWAL FROM THE ILO, BUT ADDED THAT HIS GOVT'S POSTURE WILL BE SET BY MOBUTU.

3. THE FOLLOWING MORNING HOROWITZ MET FIRST WITH PRES ADVISER AND CHIEF OF PLANNING SERVICE NDA NGYE, WHO PREFACED HIS RESPONSE CONFIDENTIAL

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TO HOROWITZ'S INITIAL PRESENTATION WITH THE OBSERVATION THAT HE COULD NOT CONCEIVE OF AN ILO WITHOUT US PARTICIPATION. HE WENT ON TO STATE HIS OPPOSITION TO POLITICIZATION OF THE ILO, AGREED THAT MODERATES
MUST PLAY A MORE ACTIVE ROLE IN THE ORGANIZATION, SUGGESTED THAT ARAB ABILITY TO INFLUENCE AFRICANS ON ISRAELI ISSUES WAS DECLINING, AND RESPONDED FAVORABLY TO HOROWITZ'S EXPLANATION OF PROPOSED AMENDEMENTS TO ART 17.

4. HOROWITZ THEN MET AT THE DEPT OF FONAFF WITH INTERNATIONAL ORGANIZATION DIVISION CHIEF ZITU. LESS KNOWLEDGEABLE THAN THE OTHERS ON ILO ISSUES, ZITU AT FIRST VIEWED HOROWITZ'S MISSION AS AN INDICATION OF A WELCOME SOFTENING OF AN INITIAL US DECISION IN 1975 TO WITHDRAW FROM THE ORGANIZATION REGARDLESS OF REFORMS MADE DURING THE TWO-YEAR WAITING PERIOD. IN RESPONSE TO HOROWITZ'S CAREFUL EXPOSITION OF THE US POSITION, ZITU EXPRESSED HIS CONCERN THAT US WITHDRAWAL FROM THE ILO MIGHT BE FOLLOWED BY AMERICAN DEPARTURE FROM OTHER INTERNATIONAL ORGANIZATIONS, CAUTIONED THAT THE FINAL DECISION ON GOZ POLICY WILL BE MADE BY

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MOBUTU, BUT ADDED THAT ZAIRE OPPOSES THE RECENT EXCESSES OF CERTAIN MEMBERS AND WILL MAKE THE MAXIMUM EFFORT TO RETURN THE ORGANIZATION TO ITS ORIGINAL OBJECTIVES. ZITU STOPPED SHORT OF OFFERING SUPPORT FOR REVISION OF ART 17, BUT APPEARED FABORABLY IMPRESSED BY HOROWITZ'S EXPLANATION. RESPONDING TO HOROWITZ'S DISCUSSION OF THE IRRESPONSIBILITY OF THE 1974 RESOLUTION CONDEMNING ISRAEL WITHOUT PRIOR INVESTIGATION, ZITU WONDERED IF ISRAEL WOULD HAVE ACCEPTED AN INVESTIGATION; HOROWITZ REPLIED THAT INTRANSIGAENCE WOULD NOT HAVE BEEN IN ISRAEL'S INTEREST, AS IT WOULD SIMPLY HAVE CONTRIBUTED TO A MORE UNFAVORABLE INVESTIGATION. ZITU THEN RETURNED TO THE EARLIER POINT THAT THE MODERATE MAJORITY MUST ASSERT ITSELF RATHER THAN CONTINUING TO BE COWED BY THE RADICAL MINOR-ITY BENT ON FURTHER POLITICIZATION OF THE ILO.

5. ACTING DIRGEN OF THE LABOR DEPT KISIMBA BEGAN THE NEXT SESSION BY EXPRESSING HIS STRONG OPPOSITION TO US WITHDRAWAL FROM THE ILO AND THE OPINION OF DIRGEN NGANDU THAT ZAIRE MUST THEREFORE
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SUPPORT US POSITIONS TO PREVENT WITHDRAWAL. IN RESPONSE TO HORO-WITZ'S PRESENTATION KISIMBA STATED THAT THE LABOR DEPT WILL URGE THE GOZ TO SUPPORT THE REVISION OF ART 17 AND TO OPPOSE ANY STRUCTURAL CHANGE AT THE PRESENT TIME. ON THE LATTER POINT KISIMBA OBSERVED THAT ZAIRE VIEWED THEMAINTENANCE OF PERMANENT SEATS FOR THE MOST INDUSTRIALIZED NATIONS AS A GUARENTEE THAT ZAIRE WOULD CONTINUE TO PROFIT FROM THEIR GREATER EXPERIENCE.

6. THE FINAL SESSION, OVER LUNCH AT THE AMBASSADOR'S RESIDENCE, WAS WITH UNTZA SECGEN KIKONGI. THOROUGHLY FAMILIAR WITH THE ISSUES, KIKONGI EXPRESSED SUPPORT FOR THE US POSITION WHILE SIMULTANEOUSLY SUGGESTING THAT THE GOZ WOULD BE UNLIKELY TO GET OUT IN FRONT IN CHALLENGING THE RADICAL MINORITY WITHIN THE ILO. KIKONGI, LIKE MUNGA, CITED THE UNESCO CONFERENCE IN NAIROBI AS FORESHADOWING GREATER ASSERTIVENESS ON THE PART OF MODERATE MEMBERS OF THE ILO, BUT EXPRESSED CONCERN OVER THE OUTCOME OF THE UPCOMING MEETING OF AFRICAN LABOR MINISTERS IN TRIPOLI.

7. COMMENT: DESPITE ITS BREVITY AND AN ELEMENT OF PREACHING TO THE CONVERTED, THE HOROWITZ VISIT SUCCESSFULLY SIGNALLED TO THE GOZ THE GREAT IMPORTANCE THE US ATTACHES TO ILO REFORMS. WE WILL CARRY THIS MESSAGE TO FONMIN NGUZA AND PRES MOBUTU UPON THEIR RETURN FROM ABROAD.
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